

U.S. Government Integrated Strategic Plan

Assistance to Sudan 2000-2002

Jointly Prepared By

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USG Integrated Strategic Plan for Sudan, 2000-2002

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Map of Sudan



Acronyms

ARO	USAID/BHR/OFDA Africa Regional Office
ASARECA	Association for Strengthening Agricultural Research in Eastern and Southern Africa
BHR	USAID Bureau for Humanitarian Response
CDC	County Development Committee
DA	Development Assistance
DATT	Development Assistance Technical Team
ESF	Economic Support Funds
GHA	Greater Horn of Africa Initiative
GOS	Government of Sudan
IDP	Internally Displaced Person
IGAD	Inter-Governmental Authority on Development
ISP	Integrated Strategic Plan
NDA	National Democratic Alliance
NGO	Non-governmental organization
NRRDO	Nuba Relief, Rehabilitation and Development Organization
OCHA	United Nations Office for Coordination of Humanitarian Affairs
OFDA	USAID/BHR Office for Foreign Disaster Assistance
OLS	Operation Lifeline Sudan
PHCC	Primary Health Care Center
PHCU	Primary Health Care Unit
PRM	State Department Bureau for Population, Refugees and Migration
RASS	Relief Association of Southern Sudan
REDSO/ESA	USAID Regional Economic Development Services Office/ East and Southern Africa
ROOF	Relief Organization of Fazguli (also referred to as FRRA)
SAF	Sudan Alliance Forces
SPLM/A	Sudanese People's Liberation Movement/Army
SRRA	Sudan Relief and Rehabilitation Association
SSDF	Southern Sudan Defense Force
SSLM/A	South Sudan Liberation Movement/Army
STAR	Sudan Transitional Assistance for Rehabilitation Program
UNHCR	United Nations High Commissioner for Refugees
UNHCU	United Nations Humanitarian Coordination Unit
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government
WFP	World Food Program

I. Environment and Rationale for Assistance

A. Background

Civil war in Sudan has raged for 33 of the 44 years since independence. The war has been the central focus of political life throughout the country. It has caused significant loss of life, mass population displacement, economic decline and severely hindered Sudan's capacity to develop as a nation. Repeated efforts to reach a solution among Sudanese have only resulted in a return to war, though recent trends give reason for cautious optimism that this complex emergency can be brought to an end.

Warfare is ongoing between the Government of Sudan (GOS) and northern and southern opposition movements. The GOS controls many major towns in the south. The Sudanese People's Liberation Movement and Army (SPLM/A) controls most of Equatoria, Bahr-el-Ghazal, Lakes, Southern Blue Nile regions and portions of Jonglei as well as part of the Nuba Mountains in Kordofan region. The Beja Congress and the Sudan Alliance Forces (SAF) hold territories in the northeast. These opposition movements are grouped under the National Democratic Alliance umbrella organization. The Upper Nile region is contested by many factions, including the SPLA, the Sudan People's Defense Force (SPDF), the South Sudan Liberation Movement (SSLM) and militia commanders allied with the GOS. Military conflict also exists among southern opposition movements and militias, though progress has been made in reconciliations among these groups. The causes of these conflicts include the key issues in the north-south conflict – self-determination, inequitable development and religious freedom – as well as conflict over resources and the collapse of traditional inter-ethnic systems to resolve disputes.

Currently, an estimated four million Sudanese are displaced from their homes, the largest number of internally displaced people anywhere in the world. An additional 400,000 Sudanese have sought refuge in neighboring countries, while Sudan hosts about 165,000 refugees from its neighbors. Many of these internally displaced persons and refugees live in camps where the prospect of attaining self-sufficiency is remote.

Sudan borders nine countries and its conflicts affect all of East and Central Africa. At various times, Eritrea, Ethiopia and Uganda have expressed concern over GOS support for destabilization of their countries and are reported to have supported Sudanese opposition movements. The past year, however, has seen peace accords and a warming of relations between Sudan and these three neighbors. The GOS is also reported to be providing support for the Kinshasa government in the civil war in the Democratic Republic of Congo. Egypt remains keenly interested in Sudan issues due to its preoccupation with use of the Nile waters. Other Arab nations focus on the Islamic aspects of the Sudan conflict.

The civil war, combined with recurrent drought, has caused an intensification of the humanitarian crisis in Sudan since the late 1980s, including three famines since 1988. Operation Lifeline Sudan (OLS) was created in 1989 following a catastrophic drought in Bahr-el-Ghazal and an ineffective response attempted by donors through GOS structures. Its purpose is to

function as an “umbrella” for NGOs and donors in Sudan and to coordinate delivery of relief assistance to war-affected civilians in both government and rebel-controlled areas. OLS is founded on a tri-partite agreement among the United Nations, the GOS and the SPLM/A, and relies on agreement among the warring parties to have access to war-affected populations. Relief assistance delivered by OLS has been subjected to frequent flight bans by the GOS and diversions and/or taxation by both sides.

The last three years have seen a number of important trends in the Sudan operating environment that offer hope that progress can be made toward ending some of the conflicts and reducing their humanitarian consequences.

1. **Increased Stability.** Large areas of Sudan have seen relative stability for several years. Greater amounts of territory, and therefore larger numbers of civilians, are under the authority of opposition movements which seek to sustain their hold through creation of civilian administrations. At the same time, increased economic rehabilitation and recovery in stable areas has led to greater popular demand by an emerging, vocal civil society for good governance in opposition-held areas. Some limited progress has been made in filling positions in the civil authorities and in developing policy and regulatory frameworks for governing. While military victory is still the primary objective of most opposition movements, and therefore draws the most resources, there is optimism that the civil authorities will be able to play their role in participatory local governance that is responsive to local needs and thereby helps to reduce the vulnerability of local populations to the effects of natural disaster and conflict.
2. **People-to-People Reconciliations** among southerners have led to a sharp reduction in inter-ethnic conflict in the south and have created the possibility of a return of refugees and IDPs to their home areas or reintegration into communities in the same region. Most notably, reconciliation between the Nuer and the Dinka west of the Nile and in the area around Bor County (partially supported by USAID) has already allowed people to return to their former areas and settle in the “no-man’s land” between the communities.
3. **Transition from Relief to Development Assistance.** As the complex emergency has continued for many years, and some areas have seen increasing stability, donors are supporting Sudanese-led rehabilitation as a transition from relief to development. USAID support for the growth of civil society and for the establishment of local civil authorities to replace military rule in opposition areas has brought USAID development assistance back to Sudan for the first time in 10 years. This move has served to open up numerous possibilities for moving much of Sudan from dependency on relief to development based on local resources combined with foreign assistance.
4. **Shifting Program Priorities to Emphasis on Self-Reliance.** In response to the 1998 famine in Bahr-el-Ghazal, the United States poured some \$200 million in humanitarian assistance into Sudan. During the crisis, there was a re-emergence of limited markets and trade as surpluses produced by southern Sudanese helped to meet the gap in Bahr-el-Ghazal; greater Sudanese involvement in program design, implementation and evaluation; and excellent cooperation and coordination between Embassy/Khartoum and USAID’s Regional Economic Development Services Office for Eastern and Southern Africa (REDSO/ESA). However, the high cost of this

assistance – half of the \$200 million was expended on transport alone despite a significant increase in use of roads to deliver food aid – has led the USG to be even more vigorous in shifting its program emphasis to encouraging reliance on local capacities rather than dependency on relief aid. The 1998 famine has also led the UN to rethink its approach in the southern sector, bringing in the UN Office for Coordination of Humanitarian Assistance (OCHA) to take part in coordinating assistance for the south and planning to move more aggressively for unrestricted access, including flights, to needy populations.

B. USG Policy towards Sudan

The USG policy towards Sudan is focused on four key elements: (1) an end to state-sponsored terrorism; (2) an end to destabilization of states in the region; (3) an end to human rights violations, including the civil war and (4) delivery of humanitarian assistance to Sudanese affected by the war.

With regard to the civil war, the USG seeks to support creation and nurturing of the most promising venues for attaining a comprehensive settlement to the conflicts. The USG has supported the peace process under the auspices of the Inter-Governmental Authority on Development (IGAD), whose member-states include Sudan and some of Sudan's neighbors in the region (Uganda, Kenya, Ethiopia, Eritrea, Djibouti and Somalia). The USG has provided financial assistance to the IGAD Peace Fund and the IGAD Peace Secretariat for Sudan and has played an active role in the IGAD Partners Forum (IPF). In 1999 the USG appointed a special envoy whose mandate included the IGAD-sponsored peace talks, human rights, and humanitarian issues. At the same time, the USG also seeks to energize grassroots conflict resolution by providing financial assistance to inter-ethnic reconciliations.

While the conflicts continue, the United States is committed to assisting civilian victims to meet their food, health, water and sanitation needs.

C. Results of Assistance to Date¹

In the 1980s, USG assistance to the Sudan was extensive and expensive. Economic support assistance levels reached \$100 million annually in the early 1980s; development assistance levels grew from \$27 million in 1984 to \$41 million in 1989; and Title I food aid averaged \$50 million annually. Emergency assistance was also provided starting in the early 1980s, increasing dramatically during the drought emergencies of 1984-1985. Development programs receiving support included agricultural research and planning; transportation; energy management and planning; a Commodity Import Program; and support to rural health. The USG also contributed towards the policy reform programs of the World Bank and the IMF in such areas as exchange rate, subsidies, and pricing adjustments. In southern Sudan, USAID supported agricultural research and infrastructural improvements; literacy training; manpower training and

¹ Results reported are drawn from "Evolution of a Transition Strategy and Lessons Learned: USAID Funded Activities in the West Bank of Southern Sudan, 1993 to 1999" by Anne O'Toole-Salinas and Brian C. D'Silva and from "The Sudan Integrated Strategic Plan: A Progress Report", February 1999, by USAID/BHR.

development; primary health care and development of water resources. USAID suspended development assistance to Sudan in 1990 following the overthrow of the democratically elected government by a coup d'état.

For much of the 1990s, USG assistance to Sudan has focused on emergency relief in response to conflict, droughts and flooding. Since 1989, the USG has provided more than \$1 billion in assistance to Sudan. As the largest participant in the international community's response to the Sudan tragedy, the USG has provided food aid, health care and medicines, water and sanitation facilities, seeds and tools to re-establish agricultural activities, veterinary services and drugs, and transport for emergency aid. Major accomplishments include:

- saving many thousands of lives (decreased mortality rates);
- improving nutrition among war-affected populations (decreased malnutrition rates at feeding sites);
- expansion of basic health care coverage via Primary Health Care Units and Primary Health Care Centers (to approximately 60% of southern Sudan);
- increased vaccination coverage (possibly as high as 30% of children in southern Sudan despite the ongoing conflict); and
- fighting the rinderpest epidemic among cattle (vaccination of one million cattle and a decrease from 14 outbreaks in 1994 to 1 outbreak in 1998).

Rehabilitation activities have been undertaken in stable areas, where conflict is minimal or has not occurred for some time, to encourage re-establishment of markets and other means for improving livelihoods. Major accomplishments include:

- the creation of barter shops and re-establishment of local farmers' cooperatives as a preliminary to markets;
- repair of major roads to encourage flow of goods among Sudanese and access to health care as well as flow of relief aid;
- agricultural extension, dissemination of local seeds and improvements in food storage;
- introduction of appropriate technologies which increased productivity;
- organizational training for small community groups engaged in rehabilitation; and
- hiring and training of Sudanese staff in relief organizations.

All of these activities have also served to reduce the costs of relief aid.

The Integrated Strategic Plan for 1997-1999 turned a new page in the USG assistance program to Sudan. Drawing on the positive results of rehabilitation activities, a greater emphasis on self-reliance was brought into the relief program, and resumption of development assistance was proposed for Sudan. In 1998, the Sudan Transitional Assistance for Rehabilitation (STAR) program was launched with development assistance funds, with the objective of increasing participatory democracy and good governance practices in opposition-held areas of Sudan while reducing heavy reliance on relief. The sub-results to be achieved are (a) increased participation by civilians in local administration, including the management of humanitarian assistance, rehabilitation and small-scale economic recovery programs; (b) increased levels of accountability and transparency, and greater respect for human rights, on the part of civil authorities; and (c)

increased capacity of institutions to foster democratization and good governance. The bulk of STAR funds are channeled through an umbrella grants program to provide civil society – most often grassroots community groups – with resources to undertake rehabilitation projects that increase self-reliance while increasing their ability to advocate with civil authorities. To date, thirty-four grants have been made to community groups for a total of \$1.4 million. Additional funds provide financing for training of civil authorities to fulfill their role in participatory governance as they replace military authorities. A third component to increase the respect for human rights and humanitarian principles among opposition leadership has gotten underway in FY 2000. One major accomplishment of STAR is contributing to the success of people-to-people reconciliation processes.

D. Constraints and Opportunities

1. Constraints to Relief and Development

a. Conflict-generated insecurity is the dominating constraint to relief and development programs in Sudan. The dispersion of combat across vast distances, the GOS's ability to carry out bombing attacks, and the use of modern arms in traditional warring/skirmishing/raiding cultures reduces security and hampers investment in productive activities. Manipulation of humanitarian programs by the combatants, such as flight bans and diversion of food aid, make it difficult to fully reach the most vulnerable groups.

b. Lack of access due to insufficient infrastructure (either non-existent, destroyed during the war, or deteriorating from lack of investment and maintenance) makes all aspects of relief and development difficult. Even if there were no conflict, access would be difficult due to the vast distances between communities and their physical isolation.

c. Low participation by civilians in decision-making and resource allocation. Civilians throughout the country, in GOS and opposition-held areas, have little role in making decisions that affect their lives. Resource allocations are made based on military priorities, leaving households to focus on survival rather than improving living conditions. Dependency on relief has been an unintended consequence of the international community's humanitarian response, as relief resources replace failing local coping mechanisms.

d. Lack of capacity of Sudanese individuals and institutions to manage relief, rehabilitation, economic growth, and development. This is partly a result of historical underdevelopment and partly a result of the long-term nature of the war. Years of conflict have caused a drain of educated Sudanese out of the country, with few facilities in place to replace them. For much of southern Sudan, two generations have not received basic education. The international community has engaged in capacity-building, but not enough to replace this loss.

e. Women who are surviving the conflicts will be the primary rebuilders and reconcilers in an environment where traditional gender roles and division of labor have been disrupted. This means that relief assistance must be targeted to women, who, because of traditional gender roles and power structures, may have less access to resources. It also means that transitional and development assistance programs must be informed about the shifting post-conflict gender roles

and capabilities, and options available to women and men, when planning and implementing activities.

f. The disarray of the financial systems in the conflict-ridden areas of Sudan (few financial intermediaries exist and six currencies are currently in use: the Sudanese dinar, the Sudanese pound, the Ugandan shilling, the Ethiopian birr, the Kenyan shilling and the U.S. dollar) is a constraint on growth of markets, increased investment in productive activities and broadening of the benefits of peace.

g. The HIV/AIDS pandemic threatens to reach Sudan at the very moment that its isolation from the region is ending and health care systems are reaching a majority of the population. Of particular concern are improved roads and increased trade with Uganda and other neighbors as avenues for bringing HIV/AIDS to Sudan, as well as low level of knowledge about the disease.

2. Opportunities for USG Assistance

a. Exhaustion with the war among Sudanese civilians, both in the north and the south, provides an opportunity for reconciliation. The USG has often heard from Sudanese civilians that they are tired of the war and are ready to make peace with their neighbors. This provides an opportunity to expand the tested, effective methods of promoting local people-to-people reconciliations that endure, and an opportunity to push for a comprehensive settlement of the national conflict that will be well-received by civilians.

b. Momentum for civil administration. The desire by Sudanese in opposition-held territories to move beyond military administration, combined with the opposition movements themselves seeing tactical advantage in winning the hearts and minds of the people, present an opportunity to establish and strengthen Sudanese civil society and promote responsible governance among civil administrators. Properly functioning local authorities will allow communities to better meet their own needs with local resources, and withstand shocks, regardless of the outcome of the war.

c. Resilient population and cultures. The Sudanese population has been devastated by the war and recurrent natural disasters, and yet has largely managed to maintain its community structures. This is a source of hope for the future and provides an opportunity for capacity-building among these resilient people.

d. The majority (60%--65%) of southern Sudanese are women. This is an opportunity for peace-building and rehabilitation programs. As women become more empowered through increased levels of participation in decision-making, their status as leaders in their communities will improve. They can then better promote reconciliation and reconstruction in an effort to promote household, community and social stability. To date, efforts to increase the role of women in the national-level peace processes have mainly been rhetoric by the political and military movements. There is now a chance to move from rhetoric to reality.

e. Productive potential. Sudan has extensive natural resources in the north and the south. The potential for self-sufficiency in food production exists, as well as the possibility of extensive

export of high value goods in the agroforestry, agroprocessing and mineral sectors. These are all potential engines for growth.

f. Sudanese diaspora. Those Sudanese who have left due to the conflicts may be in a position to assist in rehabilitation and reconstruction as the transition to peace continues. Of particular interest are refugees who received education or training in refugee camps. If there is enough incentive, i.e. increased stability and opportunities, these people will return to Sudan and thereby provide an investment of human capital into the recovering economy.

II. Integrated Strategic Plan

A. Assumptions, Parameters and Operating Principles

The assumptions listed below – expected trends in Sudan that are outside the span of control of implementing USG agencies -- underlie the strategic plan for Sudan for 2000-2002.

1. Conflict will continue. Although no military resolution to the conflict is likely, the military engagement between north and south will continue at the current level. Somewhat less fighting will occur among southern factions. A serious humanitarian crisis is expected because of displacement and increased humanitarian needs as a result of fighting in the Upper Nile region.
2. U.S. interest in Sudan remains high. While elections in the U.S. during the strategy period have brought about a change in administration and a new Congress, it is assumed that interest in Sudan will remain high due to concerns about terrorism, regional destabilization, human rights violations (including slavery and religious persecution), and humanitarian needs. Focus on these issues will continue to strain relations between the Government of Sudan and the U.S. It is assumed that USG legislative prohibitions and economic sanctions on Sudan will continue.
3. The promise of oil revenues changes north-south dynamics. In the future, increased revenues available to the GOS from reductions of the fuel import bill as well as the promise of a potential future stream of revenues from exports may improve the GOS financial support for prosecuting the war. The same promise of wealth will concentrate opposition military efforts on the oil fields and facilities. Government exploitation of southern oil resources may serve to bring southern opposition factions together.
4. Opposition movements continue to build civilian administration. In order to consolidate their military gains, opposition movements will continue the move towards civil administration in the territories they hold; this suggests the possibility that a regression towards military administration may not occur.
5. At least one occurrence of large-scale natural disaster, including drought and/or flooding. The Horn of Africa region appears to be cycling towards a sharpened dry period, thus it is prudent to predict another drought in Sudan during the next three years.
6. Other donors and NGOs continue their same level of assistance to Sudan.

The following parameters -- boundaries inside of which the program will be implemented -- have been used to define the scope of the strategic planning process. They are presented in order of priority:

1. Annual funding levels continue at the fiscal year 2000 level. Sources of funds are expected to be the USAID Bureau for Humanitarian Response, the USAID Africa Bureau, and the State Department.
2. Partners play an important role in planning and implementation. As described in Section II.B. below, implementing partners have played a large role in the planning process that produced this strategy. It is intended that they will continue to play an important role as the program is implemented.
3. Assistance in GOS-held areas will continue to be limited to war-affected populations, due to economic sanctions, prohibitions and limitations on level and type of resources. For the most part, this means assistance to internally displaced persons, especially in the Khartoum area. Beneficiary populations of humanitarian assistance programs and development assistance programs are defined in Section II.B., "Beneficiaries and Partners".
4. Program management responsibility remains in Nairobi and staffing levels are increased in proportion to expanded activities and increased resources. This parameter follows from the relocation of the Sudan country team to Nairobi. (Division of responsibilities and authorities between REDSO/ESA, the OFDA Africa Regional Office, and USAID/Khartoum are described in Section III, Implementation of the Strategy).
5. Linkage with other USG goals. This strategy addresses the following USG goals and national interests:
 - a. **International Affairs Strategic Plan**. The ISP fits within two U.S. national interests: Democracy and Human Rights, and Humanitarian Response. The ISP addresses three of the goals of the International Affairs Strategic Plan: Regional Stability, Democracy and Human Rights, and Humanitarian Response.
 - b. **USAID Goals**. The ISP addresses two goals: "Democracy and Governance Strengthened" and "Lives Saved, Suffering Associated with Natural or Man-Made Disasters Reduced, and Conditions Necessary for Political and/or Economic Development Established".
 - c. **Greater Horn of Africa Initiative**. The ISP draws upon all five of the Greater Horn of Africa Initiative's operating principles: (a) African ownership; (b) strategic coordination among partners and USG agencies; (c) linking relief and development; (d) regional perspective; and (e) promotion of stability, as well as the GHAI emphasis on convergence at the regional level. The linkages with GHAI are further elaborated in the section below on operating principles.

d. **REDSO/ESA Strategic Plan**. The ISP closely parallels three Strategic Objectives in the REDSO/ESA Strategic Plan: conflict prevention, food security and health.

The following operating principles were used by the ISP Core Team to make strategic choices and will continue to be observed during implementation:

1. **Greater reliance on local resources, capacities and “ownership”**. The strategy is suffused with the principle of assisting Sudanese to take charge of their own development, which entails a greater understanding of and reliance on their own resources. This is in keeping with the USG’s Greater Horn of Africa Initiative. This principle is, of course, tempered with the reality that resources of most Sudanese are still minimal because of the long conflict and that the process of moving beyond basic survival is only beginning.
2. **Service provision in the private sector, system coordination in the public sector**. The strategy envisions promoting and accelerating a transfer of service-provision and coordination from the international community to Sudanese institutions and organizations. It is important to ensure that this transfer does not result in construction of costly public sector bureaucracies that have proven to be a drag on development elsewhere in Africa and the world.
3. **More equitable distribution of resources**. One of the root causes of the conflicts in Sudan is inequitable development. As the USG seeks to assist Sudanese to step out of their recurrent cycle of conflict fed by inequalities, it is important to ensure that new inequalities (particularly along gender or ethnic lines) are not fostered by the assistance program itself. An important element of this operating principle is ensuring equality of access to information.
4. **Ensure implementation of the peace dividend**. Stable areas of Sudan are seeing the rewards of reduced conflict, in terms of increased economic activity and improving living conditions. As aid programs move towards providing development assistance to these areas while shifting relief assistance elsewhere, it is important that assistance to the stable areas is not abruptly ceased, or there is a risk of returning to dependency. Geographic distribution of program interventions will generally follow the rule of “basic needs met in conflict areas, transitional relief in transition areas, rehabilitation and development assistance in stable areas”. A great deal of flexibility and prudence must be exercised in selecting geographic areas of intervention.
5. **Food security and conflict prevention are linked**. Implementation of this operating principle will be seen in programming of resources for people-to-people reconciliation in those areas where conflict has caused food insecurity, and in programming of rehabilitation assistance to promote the success and sustainability of peace processes.
6. **Ensure a gender dimension is incorporated into emergency and transitional programming**. The design and delivery of effective emergency and transitional programs should ensure that a gender approach is taken to identify the unique vulnerabilities of men and women as well as their different capabilities and capacities. This approach is essential given the concentration of women among vulnerable war-affected communities, who form the majority of program beneficiaries. An emphasis will be placed on increasing leadership roles for women to

enhance the potential for positive social change. The USG will use gender analysis to ensure that women are not further marginalized through relief and conflict resolution programs.

7. **Coordinated and efficient use of resources.** The USG will continue to support Operation Lifeline Sudan (OLS), to take advantage of the cost savings provided by the security umbrella, but will also continue channeling assistance where necessary through non-OLS organizations. OLS Southern Sector has embarked on a reform process that promises increased efficiency and more coordinated delivery of humanitarian assistance to Sudan.

B. Beneficiaries and Partners

The beneficiaries for the USG assistance program in Sudan are Sudanese civilians throughout the country who have been marginalized as a result of war, disaster, or the untoward impact of policies by governments, rebel factions or the military. Target beneficiaries of the humanitarian assistance program primarily consist of vulnerable groups, particularly women and children, who have been adversely affected by the protracted civil war, including the war-affected population in the south, transition zone and other areas of fighting, and the displaced persons in Khartoum and other areas of the north. Target beneficiaries of the development assistance program primarily consist of economically active individuals, including youth, and communities in areas that are administered by opposition movements where levels of access and security are sufficient to obtain a positive long-term return on investment of development resources.

The partners for the USG assistance program are those UN agencies (UNICEF, WFP, UNHCR, OCHA, etc.), international organizations, and international and indigenous NGOs, both within and outside the OLS, with whom we work to achieve mutually agreed upon objectives. Donors funding humanitarian assistance programs in Sudan are also our partners, as co-funders of specific activities as well as part of a coordinated effort to meet humanitarian and developmental needs in Sudan.

The USG continues to maintain a dialogue with the GOS and the opposition movements to press for unrestricted access to all war-affected populations. USAID staff meet with the Humanitarian Affairs Commission and other government officials in the north to coordinate humanitarian assistance and discuss implementation problems in GOS-controlled areas. In the south, USAID meets with the humanitarian wings of the largest opposition movements: the Sudan Relief and Rehabilitation Association (SRRA), the Relief Association of Southern Sudan (RASS), the Nuba Relief, Rehabilitation and Development Organization (NRRDO), the Relief Organization of Fazguli (ROOF). USAID also maintains dialogues, directly or via implementing partners, with joint civil society-civil authority County Development Committees (CDCs) in the opposition-held areas of the south. Membership in the CDCs is 70% civil society, 30% county administrators, with a minimum of 30% women's participation. These organizations already have a role in reviewing proposals for activities under the STAR civil society umbrella grant program. After vetting by the relevant CDC, proposals are reviewed by the SPLM's Development Assistance Technical Team (DATT) and USAID.

In order to ensure broader participation of Sudanese in programming of assistance beyond the preponderant role of civil authorities, USAID intends to expand its interaction with civil society

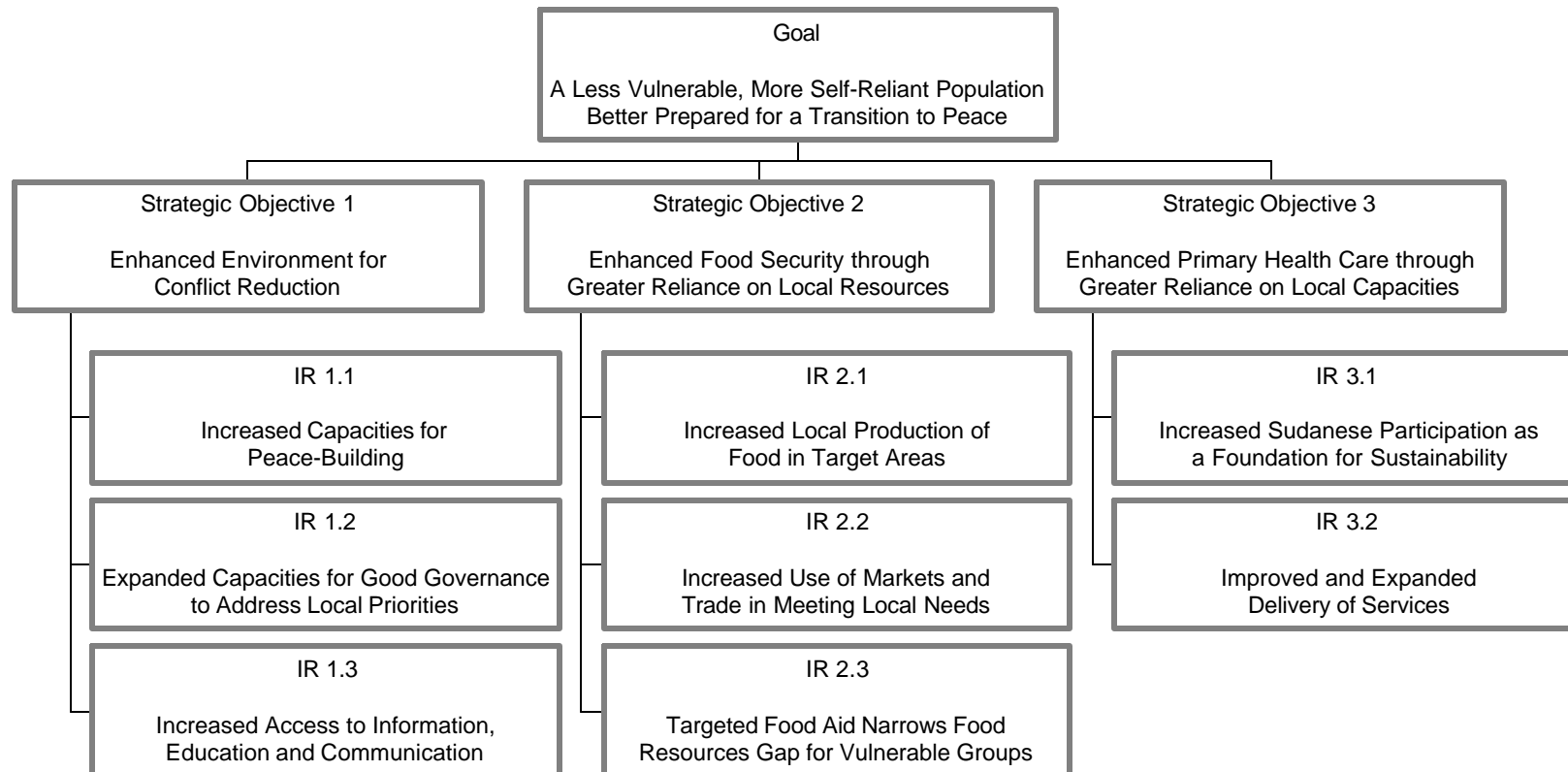
in the south during the strategy period. USAID will establish a ten-member Advisory Council that would provide advice and feedback on assistance programming and implementation issues. Half of the members of the Advisory Council will be women.

Many of the partners listed above participated in the preparation of this strategy. The ISP Core Team met with partners over the course of two weeks to listen to their views on food security, food aid, health, water and sanitation, IDPs and refugees, reconciliation, governance, gender, education, and OLS coordination. The ISP Core Team posed three questions to the partners:

1. What are realistic achievements for the ISP by December, 2002?
2. What are the greatest constraints to your programs?
3. What changes would you like to see to USAID policies/procedures?

Among the most important constraints were the continuing problems of access to people in need and security for implementing agencies. Partners were nearly unanimous that more must be done to strengthen capacities of Sudanese, and many precise suggestions for doing so were made. Some donors, conversely, thought that increasing capacities of Sudanese civil authorities in opposition-held areas is a risky endeavor in that it “crosses the line” between humanitarian aid and political involvement. It should be noted that some donors do consider capacity-building of Sudanese involved in delivering relief aid to be a valuable means to achieving humanitarian ends.

RESULTS FRAMEWORK



C. Results Framework and Illustrative Approaches

**Goal: A Less Vulnerable, More Self-Reliant Population
Better Prepared for a Transition to Peace**

The goal statement for the ISP 2000-2002 continues from the previous strategy period. It adequately describes the direction of the USG assistance program in Sudan over the next three years. Even greater emphasis will be placed in the coming three years on increasing the self-reliance of Sudanese to prepare for transition as well as to respond to the on-going conflicts and natural disasters. Work on increasing self-reliance will continue in those areas of Sudanese life most critical to moving from survival to development: reduction of the conflicts spawned by the civil war, food security, health, and water and sanitation. Increasing the emphasis on self-reliance -- helping Sudanese to take charge of their own development and meeting local needs with local resources -- will require that more funds be programmed for capacity-building and that relief activities be increasingly managed, coordinated and delivered by Sudanese. In general, capacity-building in this program is defined as building skills of individual Sudanese, though in some cases institutions and organizations will be supported, especially in civil society.

The USG commits to achieving three strategic objectives in the areas of conflict reduction, food security, and health, that will contribute to reaching the program goal.

There are numerous causal linkages among these three strategic objectives. Local food security is seen as an important contributing factor to reducing and preventing conflict among community groups and between communities. For example, conflicts between farmers and pastoralists are fewer when more food resources are available, even in times of low rainfall. Less conflict, in turn, allows farmers and pastoralists to invest in more sustainable methods of production, including improved appropriate technologies, thereby increasing food resources. Improvements in the health, water and sanitation services provided to targeted populations, especially women and children, can increase food production in two ways: (a) by improving the health and nutritional status -- and therefore the productivity -- of women producing grains, fruits and vegetables; and (b) by reducing the amount of time that women must spend on other tasks such as searching for water and caring for sick children. Improvements in health, water and sanitation and other rehabilitation activities also offer a venue for participation by civilians in governance systems, which, this strategy argues, then contribute to reducing and preventing conflict.

<p style="text-align: center;">Strategic Objective One: Enhanced Environment for Conflict Reduction</p>

Achievement of an enhanced environment for conflict reduction is critical to better preparing the Sudanese population for a transition to peace. An enhanced environment for conflict reduction means that disagreements can be increasingly channeled into governance structures that, if sufficiently participatory, can resolve the disagreements before reaching the point of violent conflict. An enhanced environment for conflict reduction can provide for dialogue over resource allocation and development priorities as well as for resolution of disputes over resources and ways of life (i.e. ethnic or religious differences). More immediately, an enhanced environment for conflict reduction can provide fora for negotiating a comprehensive settlement between the Government of Sudan and the opposition movements and for negotiating people-to-people reconciliations.

The Strategic Objective will be achieved by accomplishment of three intermediate results: increased capacities for peace-building; expanded capacities for good governance to address local priorities; and increased access to information, education and communication. These three intermediate results are closely linked.

<p style="text-align: center;">Intermediate Result 1.1: Increased Capacities for Peace-Building</p>

Increasing capacities for peace-building will entail establishment and strengthening of peace-building systems at the national level and the grassroots community level which Sudanese can utilize to reduce conflict. Diplomatic efforts at the national level can continue to push for a comprehensive negotiated settlement, with the most likely venue the IGAD Peace Talks, for which USAID has supported the Sudan Peace Secretariat and a conflict early-warning system for the IGAD region. People-to-people reconciliations at the grassroots level will be expanded to new areas – perhaps even between northern and southern communities – within the three-year strategy period. The program will seek to support reconciliations that are likely to endure, though it will be necessary to learn, during the strategy period, the best conditions for enduring reconciliations. Simultaneously, investments in rehabilitation of social services in areas where reconciliations have taken place and conflict has been minimized can act as a “pull factor” to encourage IDPs and refugees to return to their home areas and resettle, thereby minimizing the conflict that displacement can cause. Support to judicial systems in opposition-held areas will serve to channel disagreements into peaceful adjudication processes in county-level courts and in traditional chiefs’ courts.

<p align="center">Intermediate Result 1.2: Expanded Capacities for Good Governance to Address Local Priorities</p>

But even as diplomatic efforts are maintained and reconciliations increase, it is important to recall that the civil war and associated conflicts have continued for decades despite several negotiated settlements. Reaching an enduring peace in Sudan will require addressing two of the root causes of the conflict, inequitable development and lack of good governance. Beyond assistance already provided to civil society and civil authorities as they replace military administration in opposition-held areas of Western Equatoria, Eastern Equatoria, and Lakes regions, the USG is increasing its support to expanding capacities for good governance to address local priorities. Assistance will be focused on civil society-civil authority partnerships that address the most practical rehabilitation problems faced by war-affected populations. As civil society capacities for resource management are expanded, civil authorities' capacities are expanded for responding to the needs of the local population and ensuring that the nascent policy and regulatory framework (including taxation policies and systems) address the people's needs, are not burdensome, and are not a constraint to rehabilitation. Training will also be provided to the leadership of the National Democratic Alliance in democratic governance issues and practices. Working with both civil society and civil administration is a delicate matter in opposition-held areas, but the USG is confident that replacing military rule with participatory governance in a form that is created and led by Sudanese will benefit all Sudanese regardless of the outcome of the civil war.

<p align="center">Intermediate Result 1.3: Increased Access to Information, Education and Communication</p>
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Finally, increased access to information, education and communication is an important contributing factor to enhancing the environment for conflict prevention (this Strategic Objective) as well as increasing self-reliance and use of local capacities and resources (the other two Strategic Objectives). Increasing the amount and types of information available to Sudanese will reduce the constraints to participation in reconciliation, peace-building and economic rehabilitation. Increasing the ability to communicate across regional and ethnic lines can decrease mistrust and the potential for misunderstanding that can lead to conflict. Peace-building activities will be selectively expanded to employ radio and radio-based e-mail communication between groups involved in organizing and implementing reconciliation processes, including monitoring of peace agreements. Drawing from prior experience in southern Sudan and Somalia, short-wave radio broadcasting (including distance education) and internet connectivity (building on technologies already in use by the international community) will be introduced to expand the reach of ongoing economic rehabilitation activities. Radio broadcasting, and provision of low-cost radios for use initially at key public locations (local courts, primary schools, churches, ecumenical centers) will reinforce face-to-face peace-building efforts as well as democracy/governance and health and nutritional education activities. An important early outcome of increasing access to information, education and communication in regions recently severely affected by conflict will be the opportunity for families and groups to benefit from programming directed at them, encouraging a "buy-in" to the reconciliation process. Programs will be broadcast in appropriate local languages from Kampala, Uganda or other secure locations. The content of local programming will increase, and this content will increasingly be

provided by local Sudanese peace monitors and correspondents. The range of media and programming will be expanded geographically over the course of the strategy period, and enhanced audio and data broadcasting technologies will also be considered. These media will later be encouraged to provide agricultural market information, thereby increasing access by farmers and traders to market data and related economic information, as well as health and nutrition education messages. As appropriate, the internet connectivity in use by the international community will be expanded to Sudanese institutions and organizations for distance learning purposes. Rehabilitation assistance will continue to be provided to Sudanese schools and training centers (including a secondary school in Rumbek county and two training centers for Sudanese health workers) as well as improvement of educational materials through the use of distance education methods.

Illustrative Approaches

Examples of activities under Intermediate Result 1.1 include diplomacy by US Embassy/Khartoum and State Department special envoys for reaching a comprehensive settlement; funding for the IGAD Peace Secretariat and the IGAD conflict early-warning system (the latter through REDSO/ESA's regional DG/Conflict Prevention program); funding for transport costs and logistics for people-to-people reconciliation processes led by Sudanese; direction of social-service provision and investments to areas where reconciliations have created the right environment for the reintegration of IDPs and refugees; and support to county-level courts and adjudication systems in opposition-held areas under civil administration.

Examples of activities under Intermediate Result 1.2 include small grants to community groups and other civil society organizations that focus on economic rehabilitation and/or advocacy; training in management and policymaking for civil administrators at the county level; and training for leadership in practical applications for improving governance, including better management of resources for economic rehabilitation, preventing corruption, gender sensitization, and human rights.

Examples of activities under Intermediate Result 1.3 include support for media program production in local languages through grants to implementing partners with expertise in media programming in conflict zones and support to pilot activities that develop and disseminate information resources focusing on preventive health care and food security.

Strategic Objective Two: Enhanced Food Security through Greater Reliance on Local Resources

USAID defines food security as dependent on three factors: food availability, access to food, and utilization of food. Food security in Sudan fits within this definition, as it is dependent on the relationship among production, access to, and use of crops, livestock, fish, indigenous foods, food and income from trade (including labor) and food from kinship support. The civil war and associated conflicts have led to disruptions in crop production, loss of cattle, deterioration of the asset base which limits kinship support and access to food, disappearance of markets, inability to

reach distant markets, and economic collapse. The breakdown of traditional agriculture and livestock systems has increased reliance on food aid and bush meat. Utilization has become less focused on proper nutrition than on ensuring survival, and this is reflected in higher rates of malnutrition and deficiencies in vitamin A, iodine and other micronutrients.

These gaps in availability, access and utilization are targeted by the international community's relief effort. Production shortages have been met with imported food aid that is delivered to the most needy areas. Rinderpest vaccinations and other veterinary services have been provided to pastoralists. Local purchases of surpluses (largely produced in the stable areas of Western Equatoria) have increased in recent years, thus re-establishing markets and trade that are, however, dependent on donor support. Completion of key roads from Uganda into southern Sudan and connecting Western Equatoria with Bahr-el-Ghazal has allowed Sudanese to market their goods in other regions of Sudan and in the region, and to import goods.

Through this Strategic Objective, the USG seeks to increase the role of local sources of food and local capacities for meeting food needs, by restoring and increasing traditional food production, thereby enhancing food security through greater reliance on local resources. Activities promoting self-reliance, including rehabilitation of local production, have begun in the stable areas of southern Sudan, especially Western Equatoria and Lakes, and will be expanded during this strategy period into other regions as circumstances permit. The emergency relief program will continue to meet the needs of the most vulnerable and to respond to war- or drought-related crises, but the trend over the three-year strategy period will be towards enabling surplus areas to supply food to needy areas.

The Strategic Objective will be achieved by accomplishment of three intermediate results: increased local production of food in target areas; increased use of markets and trade in meeting local needs; and targeted food aid narrows food resource gap for vulnerable groups. The first two of these intermediate results will be achieved in relatively stable areas, while the third intermediate result will be achieved in conflict and transitional areas.

<p style="text-align: center;">Intermediate Result 2.1: Increased Local Production of Food in Target Areas</p>
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Increasing local production of food in target areas will serve to increase availability of food and begin to re-establish the capability of Sudan to produce much of its own food. Productivity of farmers and herders in stable areas will be increased through introduction and promotion of low-cost appropriate technologies; increased use of local seeds; improved storage of agricultural products; and increased veterinary services to build upon and sustain the reduction in cattle diseases.

<p style="text-align: center;">Intermediate Result 2.2: Increased Use of Markets and Trade in Meeting Local Food Needs</p>
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Access to food will be increased by increasing the use of markets and trade in meeting local needs, not just in food markets but in all sectors that offer the possibility of increased income for poor Sudanese. This will be done by increasing the number of roads to promote efficient and

cost-effective delivery of food and greater access to markets; financing the use of grinding mills and other appropriate machines for food processing; promoting the establishment of cooperatives and community groups (including youth) that can use economies of scale to enter markets; promoting the availability of marketing information for producers and buyers; and assisting local authorities to establish an enabling environment for creation of microenterprises that will undertake economic rehabilitation.

**Intermediate Result 2.3:
Targeted Food Aid Narrows Food Resource Gap for Vulnerable Groups**

Future food aid deliveries will be made within the context of Intermediate Result 2.3, targeted food aid narrows food resource gap for vulnerable groups. Emphasis will shift to improving local capacities in targeting food aid and monitoring food security and increasing the understanding and use of local capacities and coping mechanisms. The food aid program will continue to achieve effective and timely responses to emergency food needs, but through a shift to increasing numbers and types of targeted food aid programs (such as food for work and school feeding) and fewer general distributions. Improved coordination among food aid donors and international NGOs will also be a priority.

Illustrative Approaches

Activities under this Strategic Objective will be financed through the use of relief assistance, food aid, small grants of development assistance to community groups and NGOs, and linkages with regional and international organizations working towards coordination of agricultural production technologies, including REDSO/ESA's regional partners IGAD and the Association for Strengthening Agricultural Research in Eastern and Southern Africa (ASARECA).

**Strategic Objective Three:
Enhanced Primary Health Care through Greater Reliance Local Capacities**

As the civil war has dragged on, Sudanese health systems have deteriorated to the point that health needs of the most vulnerable displaced Sudanese have been addressed by the international community through provision of basic health care, water and sanitation services. Access, however, remains limited, due to destruction and deterioration of infrastructure during the civil war, lack of skilled Sudanese health workers in the south, and security concerns of international NGOs implementing the emergency program. Beginning three years ago (as explained in the Integrated Strategic Plan, 1997-1999), the international community began to improve local capacities to provide health services and increase local participation in construction and maintenance of water and sanitation infrastructure. Sudanese community health workers have been trained and training centers have been established and maintained in the south. Coverage has been expanded through the creation of Primary Health Care Centers (PHCCs) staffed by Sudanese and expatriates and Primary Health Care Units (PHCUs) staffed by Sudanese. Civil administrations created by opposition movements have established county-level health departments and promulgated health policies.

Under this Strategic Objective, the USG seeks to continue this trend of enhancing primary health care through greater reliance on local capacities. It is envisioned that a transfer of responsibility for service-provision and coordination from the international community to Sudanese individuals and institutions can make good progress during the strategy period, and that such a transfer will enhance the level and coverage of care provided. (Water and sanitation services and coordination are included in this definition of primary health care). This transfer of responsibility and increase in Sudanese participation will be critical to ensuring that coverage is expanded and services broadened in the face of declining donor resources.

The Strategic Objective will be achieved by accomplishment of two Intermediate Results: increased Sudanese participation as a foundation for sustainability and improved and expanded delivery of services. These two intermediate results are closely linked, and most activities in the health, water and sanitation will address both simultaneously. Grants to our partners that focus on service-provision will seek to increase community participation and provide training and deployment of Sudanese health professionals.

<p style="text-align: center;">Intermediate Result 3.1: Increased Sudanese Participation as a Foundation for Sustainability</p>

Community participation in provision of health services is already common in current programs through the support of village health committees and provision of labor and in-kind support to primary health care units. Cost-sharing is included in the SRRA/RASS health policy and has been initiated in some NGO programs in both northern and southern Sudan. Cost-sharing will be encouraged where appropriate, though it is assumed that attempting full cost-recovery is not yet reasonable given Sudan's state of flux. Training of Sudanese health care providers will be continued and expanded to include both service-providers and policymakers, with a view to increasing Sudanese leadership and management of the health system while it expands to new areas in the south.

<p style="text-align: center;">Intermediate Result 3.2: Improved and Expanded Delivery of Services</p>
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Private sector provision of health care services will likely increase to meet demand in stable areas where an economic recovery is underway, so umbrella grants programs will encourage the creation of associations of Sudanese private sector professionals. In the south, private or community-managed drug stores can ensure sustainability and improve quality of the supply of medicines in stable areas. The nascent public sector in opposition-held areas intends to limit itself to health sector policy-making and coordination; this limited role will be encouraged by assisting county health departments in setting health policies and ensuring that realistic standards are set and met. Sudanese participation in donor-dominated health information systems will be increased with a view to improving coordination and information-sharing among donors.

In this context, basic primary health care (BPHC) is defined as meeting basic needs that have been disrupted by the conflicts and disasters, such as treatment of diarrheal and communicable diseases and malaria, expanded program for immunization, nutritional assistance, health education and clean water and sanitation programs. Primary health care (PHC) expands upon

this definition to include endemic diseases, HIV/AIDS, and reproductive health. It is expected that the increase in reliance on Sudanese capacities envisioned under this Strategic Objective will take place in the context of continuing crises in conflict areas and unmet needs in stable areas and in IDP/refugee camps. Therefore the emergency relief program must continue to meet the needs of the most vulnerable through timely delivery of basic primary health care services. Coverage will continue to be expanded, to reach previously unserved areas and to reach more Sudanese. While the emergency program meets basic needs, demand will increase among Sudanese in stable areas for additional primary health care services. Implementers of this ISP will seek additional funding, such as Child Survival funds, HIV/AIDS funds, or other health-related earmarked funds, for additional primary health care activities to be initiated in the context of service delivery under IR 3.2.

Illustrative Approaches

Activities under this Strategic Objective will be financed through the use of relief assistance, food aid, small grants of development assistance to community groups and NGOs, and training for county-level health departments.

III. Implementation of the Strategy

As described in Section II.B., Beneficiaries and Partners, the USG assistance program is implemented in partnership with US, international and Sudanese NGOs and relief agencies operating programs in Sudan. Due to insecurity caused by conflicts, many of these partners implement their programs through cross-border operations from Kenya, Uganda and Eritrea. The ability of Sudanese and international partners to implement their programs is vital to implementation of this USG assistance strategy.

A. USG Management

This Integrated Strategic Plan is the basis for a management contract for implementation in an integrated fashion by the participating USG agencies. All participating USG agencies commit to achieving the objectives of the ISP and to programming assistance for the objectives and within the limitations imposed by the strategy's parameters. The ISP recognizes the important contributions to be made by all the agencies involved in the Sudan program, and stresses the collaborative nature of providing assistance to Sudan to achieve USG objectives. It is expected that the level of collaboration and cooperation that prevailed during the preparation of this plan will continue throughout the three-year implementation period. The roles of participating agencies and officers are described below.

The Sudan Country Program Team (CPT) is charged with day-to-day coordination, management, monitoring, and reporting on U.S. assistance. Members of the CPT include Nairobi-based staff from USAID's Regional Economic Development Services Office for East and Southern Africa (REDSO/ESA), and the Africa Regional Office (BHR/OFDA/ARO) of USAID's Office of Foreign Disaster Assistance in the Bureau for Humanitarian Response, along

with the State Department officers. Though the locus of activity and management responsibility is in Nairobi, key Washington-based staff make major contributions to the planning and management of the Sudan assistance program, particularly for humanitarian assistance and refugee programs. For example, the USAID/BHR/OFDA Sudan Disaster Operations Specialist in Washington and the USAID/BHR/FFP Sudan Program Manager are key members of the Country Program Team and are in almost daily contact with the Nairobi staff to fulfill the responsibility for overall management of disaster assistance and food aid activities in Sudan.

In USAID's Regional Offices in Nairobi, the Non-Presence Country Office (NPC) of REDSO/ESA manages development assistance, which consists currently of the STAR project. The expansion of STAR activities will constitute an important element of the ISP. The Africa Regional Office (ARO) of BHR/OFDA the field-based, on-the-ground planning, oversight and monitoring, and technical support for the provision of humanitarian assistance, except food assistance which is managed by REDSO/ESA's Regional Food for Peace Office. Implementation of the humanitarian, food, and development assistance will be closely coordinated and, to the extent possible, complementary, thus promoting the achievement of USG objectives.

U.S. Embassy State Department officers based in Khartoum and Nairobi are responsible for implementing the USG's overall policy towards Sudan, maintaining diplomatic contact with the government of Sudan and opposition movements, and coordinating refugee assistance.

Washington-based agencies and units -- the National Security Council (NSC), the Department of State's Bureau for Africa, the Office of East Africa Affairs (AF/E), USAID's Africa Bureau Administrator and managers in the Office of East Africa Affairs (AFR/EA) and Bureau for Humanitarian Response -- provide policy leadership. They elaborate the substance and content of Executive Branch policy which sets the parameters of the Sudan assistance program.

Sudan Desk Officers in State and USAID play important roles for the U.S. assistance to Sudan. USAID's Sudan Desk Officer in AFR/EA is a key member of the Sudan Country Program Team and is the focal point for Washington backstopping, results reporting, and notifications to Congress. The Sudan Desk Officers in the Department of State's Office of East Africa Affairs play a similar role, particularly with regard to high-level policy and decision-makers in the U.S. government.

In Khartoum, a small USAID office will continue to be maintained. This is the vestige of the former large USAID mission. This office is responsible for liaising with the Government of Sudan, UN agencies, international organizations and NGOs providing humanitarian assistance in the north.

Administrative support is provided by members of the Sudan Team based in the field and in Washington. Procurement services for emergency assistance is provided by USAID's Washington Office of Procurement. Procurement services for development assistance are furnished by REDSO's Office of Procurement. Accounting for development assistance is done by the Nairobi Regional Financial Management Center (RFMC) while accounting for humanitarian/disaster assistance and food aid is maintained at BHR/OFDA and BHR/FFP offices in Washington. Legal services for development assistance are furnished by the Regional Legal

Office staff in REDSO. Budget planning for development assistance is provided by REDSO/ESA Program Office and the USAID Africa Bureau Development Planning Office.

Technical support is sourced from REDSO, the ARO and from Washington. REDSO provides regional technical experts in conflict prevention, food security, health, and gender analysis. BHR/OFDA and BHR/FFP in Washington provide technical backstopping for the humanitarian assistance. Expertise in conflict prevention, governance, health and agricultural production is also provided by USAID's Africa Bureau Sustainable Development Office and the Global Bureau. Technical backstopping and program support is likewise provided by USDA's Foreign Agricultural Service and State Department's PRM, including the Refugee Coordinator in Embassy/Kenya.

B. Funding and Procurement

For planning purposes, annual funding levels are notional and simply estimated to continue at the FY 2000 level -- approximately \$3-4 million in development assistance, \$25 million in humanitarian (including refugees) assistance, and \$35 million in food aid. Variations may be expected, depending on emergency needs. Sources of funds are expected to be the USAID Bureau for Humanitarian Response, the USAID Africa Bureau, and the Department of State Bureau for Population, Migration, and Refugees.

To the extent possible, the procurement of management and technical assistance to implement development activities will be achieved through "umbrella" mechanisms with international organizations such as UNICEF and international non-governmental organizations, many of which currently operate in Sudan. Some USAID management services will be funded under Personal Services Contracts. It is expected that the majority of, if not all, awards will be executed by the REDSO Office of Procurement.

Humanitarian or disaster assistance funds will be granted to partners following Request for Applications or on receipt and review of an unsolicited proposal, or obligated into purchase orders for short-term consultants. All disaster assistance awards will be made from the USAID Office of Procurement in Washington.

C. Performance Measurement and Monitoring System

USAID's Sudan Country Program Team is responsible for measuring and monitoring performance and reporting results of the assistance program. A performance measurement and monitoring system already exists. Data is provided mainly by USAID's partners and beneficiaries through two channels: regular monthly/quarterly reports on progress of grants and contracts, and field monitoring visits.

Most of USAID's partners have created information collection and management systems to monitor the progress of their programs. Consultations with partners will determine where adjustments or additions need to be made to identify or refine indicators, data collection systems, baselines and targets.

In the next year, the international community will be seeking to better coordinate use of databases and performance measurement, in collaboration with OLS and with Sudanese institutions and organizations. USAID will also seek to reduce the reporting burden on its partners by simplifying report requirements to focus on performance towards achievement of results.

Indicators will be jointly developed or refined with implementation partners early in strategy period to measure and verify results at a reasonable cost and with a reasonable amount of data that is within the management capability of USAID and implementation partners to collect. Where direct or quantitative indicators are not possible, proxy (indirect) or qualitative measures may have to be substituted. A number of the indicators will be gender-disaggregated to ensure that the assistance program captures any differences in effectiveness or impact by gender. In some cases, baselines and targets will have to be established.

